

TRANSMITTAL SLIP		DATE 26 JUN 1987
TO: Mr. William Donnelly		
ROOM NO. 7D24	BUILDING Hqs.	
REMARKS:		
<p>EXA <u>OK</u> 02 JUL 1987</p> <p>DDA <u>W</u> OK</p> <p>C/MS <u>M</u></p> <p>Registry - FILE</p> <p>cc: D/OIT for info.</p> <p>done on 7/6/87</p>		
FROM: D/ICS		
ROOM NO. 6303	BUILDING	

Director
Intelligence Community Staff
Washington, D.C. 20505

DCI/ICS 4085-87

26 June 1987

MEMORANDUM FOR: Mr. William F. Donnelly
Deputy Director for Administration, CIA

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[Redacted]
Deputy Director for Foreign Intelligence, DIA

Mr. Richard J. Kerr
Deputy Director for Intelligence, CIA

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[Redacted]
Deputy Director for Information Systems, DIA

SUBJECT: Support for the Analysts' File Environment (SAFE)

1. I am forwarding for your review and concurrence a Memorandum for the Record (MFR), Attachment 1, outlining our deliberations at the 17 June 1987 SAFE meeting. I appreciated your candid discussion of the issues, highlighted in Attachment 2, and feel progress was made toward identifying and resolving program problems.

2. Your agency responses to FY 1989-1993 DCI Guidance, Attachment 3, will provide further information on progress made in areas of transition planning and post FY 1988 activities. However, I also remain concerned about FY 1987-1988 program costs and deficits and, therefore, request that a briefing be scheduled in early August for me and my Staff to update the preliminary FY 1988 program estimates provided at our June meeting and to present the plan for accommodation of those costs. Further, request that you advise [Redacted] of any changes to the MFR by 15 July 1987 to ensure a complete and accurate reflection of the proceedings. I remain interested in, and supportive of, your activities to complete the SAFE Program in an expeditious and cost-effective way.

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[Redacted]
Edward J. Heinz
Lieutenant General, USAF

Attachments:

- 1) SAFE MFR (DCI/ICS 4086-87)
- 2) SAFE Program Review Slides
- 3) FY 1989-1993 DCI Guidance for DIA and CIA

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cc: [Redacted] D/CSP0
Mr. J. Helgerson, ADDI

DCI/ICS 4086-87
24 June 1987

MEMORANDUM FOR THE RECORD

STAT FROM: [redacted]
Information Handling Committee, ICS

SUBJECT: SAFE Meeting, 17 June 1987

1. A meeting was convened by the D/ICS to discuss programmatic and fiscal issues with [redacted] Mr. Helgersen, Mr. [redacted] in attendance. In his opening comment, Lt Gen Heinz expressed his concern with program delays, costs, and potential Congressional oversight, and advised of his willingness to be an "honest broker" in facilitating resolution of problematic issues.

STAT 2. [redacted] presented a short program review addressing CSPO organization, FY 1987-1988 budget, delivery status, issues, and policy considerations highlighted in Attachment 2. Key points made by [redacted] include:

a. D/CSPO's objective is to achieve a well-managed SAFE Program by improving cost accounting, configuration management, and vendor management. Separate CIA and DIA elements were created in the recent CSPO reorganization to prepare agency personnel to operate, maintain, and manage their own SAFE Programs.

b. All Delivery 3 and 4 schedules have slipped since October 1986, pushing Deliveries 3.5, 3.6, and 4, Set 1 into FY 1988. These new projected dates are tentative, pending Configuration Control Board (CCB) approval.

c. Total FY 1988 costs (hardware, maintenance, and contractual services) to accomplish all remaining Deliveries (3.0-6 and 4, Set 1) are \$53.6 million in FY 1987 and \$52.5 million in FY 1988. A deficit of \$2.3 million in FY 1987 and \$10.5 million in FY 1988 is projected.

d. To achieve all scheduled deliveries, FY 1987 vendor and government staffing must be maintained through FY 1988.

e. Augmentation of the CSPO Staff with CIA and DIA personnel is needed to properly support resource management, system integration, and system engineering.

f. Policy guidance regarding FY 1988 cost sharing and separation goals is required from CIA's and DIA's senior-line management before CSPO can further plan FY 1988 budget allocations and transition.

SUBJECT: SAFE Meeting, 17 June 1987

3. Lt Gen Heinz focused the discussion of the issues on the immediate objective of completing the remaining deliveries and the longer-term objective of determining how to handle the future transition.

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a. [] asserted that CIA and DIA should jointly support CSPO development activity until the requirements in Delivery 4, Set 1 had been met and DIA, too, received its primary SAFE goal, an integrated data base (IDB). To achieve this, [] emphasized the need to stabilize the program and to discourage any diversion of critical CSPO vendor or government resources to non-CSPO activities, including technology transfer. Mr. Donnelly reasserted that the CIA and DIA commitment last October was to "stay together" until Delivery 4, Set 1 has been achieved. He, however, questioned whether DIA would be prepared to receive any delivered capability without substantial effort, as yet not apparent. DIA representatives assured Mr. Donnelly that DIA was prepared to undertake a full-court press to get the job done. Mr. Helgerson expressed apprehension with providing indefinite funding support to completing Delivery 4, Set 1, given other DI commitments. Nonetheless, [] advised that the Congressional Staff would not look favorably on disbanding the joint program without first providing DIA its primary goal. There was tacit agreement by all present to remain together through the completion of Delivery 4, Set 1.

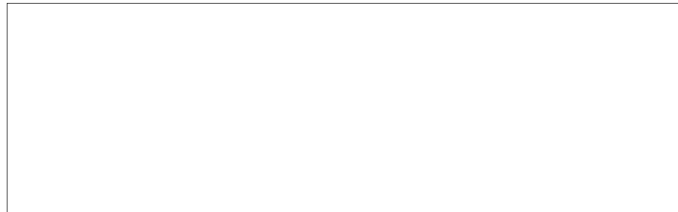
b. With clear understanding of the projected costs for completing all remaining Deliveries, as presented by [] discussion on FY 1988 funding focused on CIA's and DIA's cost sharing of the FY 1988 shortfall. No one questioned the presumption that both CIA's and DIA's total FY 1988 SAFE Programs, \$18.3 million (CIA) and \$23.7 million (DIA), would be fully committed to CSPO's remaining development activities. It was agreed that FY 1988 budget figures would be refined to reflect Congressional cuts and improved estimates, whereupon both agencies would reach agreement on their "fair share" obligation to cover the \$10.5 million FY 1988 shortfall. Lt Gen Heinz requested to be informed on the "fair share agreement" reached to accommodate FY 1988 program costs and to be advised of any unaccommodated deficit.

c. Post FY 1988 transition goals were discussed, relative to Mr. [] request for policy guidance. In response to Mr. Helgerson, [] explained DIA's ultimate goal was to separate from CIA and achieve independent operations, but that it could take two to five years before that would be realistic or feasible. [] further stated one of his primary concerns was the SAFE Program's dependence on CIA's proprietary AIM application and its undocumented state, which makes separate maintenance by DIA impossible. Mr. Donnelly assured [] that as long as CIA uses AIM, CIA will support DIA with AIM. Given the plethora of transition issues and options, [] and Mr. Helgerson agreed to bring appropriate parties together, immediately, to outline the issues and options for senior management. CIA and DIA would then concur on a specific transition goal and strategy from which CSPO could develop a transition plan and schedule.

SUBJECT: SAFE Meeting, 17 June 1987

STAT 4. In closing, [] optimistically stated "the end is in sight," and Lt Gen Heinz charged all SAFE participants to forget history and move forward to resolve the open issues and get the job done. Mr. Donnelly advised Lt Gen Heinz that formal responses to his SAFE concerns, expressed in the FY 1989-1993 DCI Guidance, would be forthcoming by 1 August 1987.

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ATTACHMENT
(2)

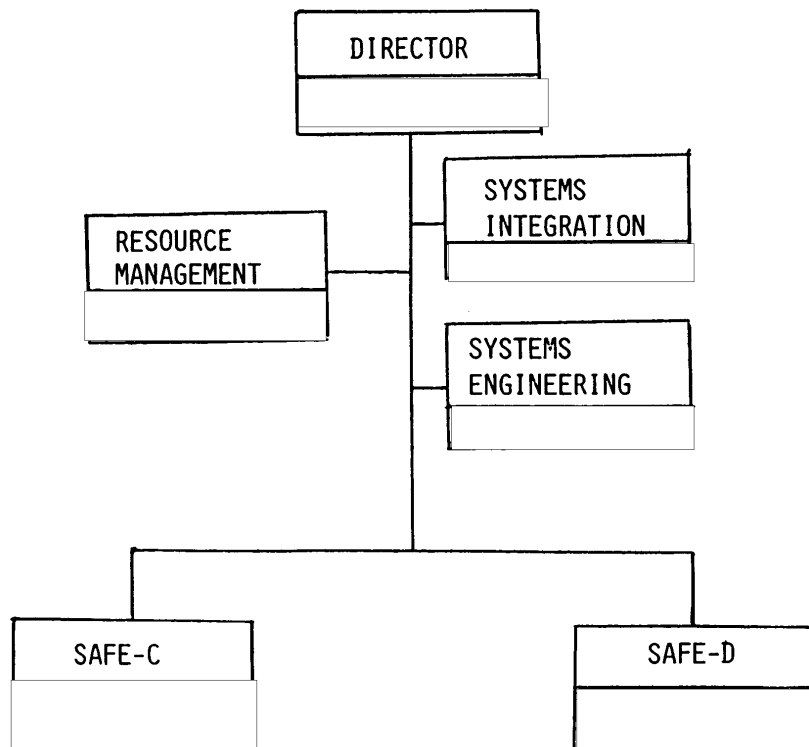


SAFE PROGRAM REVIEW--17 JUNE 1987
POLICY CONSIDERATIONS

- 0 COST SHARING IN FY-88
- 0 AGREEMENT ON SEPARATION GOAL
- 0 CIA/DIA LINE MANAGEMENT MUST WORK ABOVE ISSUES



SAFE PROGRAM REVIEW - 17 JUNE 1987
CSPQ ORGANIZATION





SAFE PROGRAM REVIEW--17 JUNE 1987
AGENDA

ACCOMPLISHMENTS

BUDGET (FY-87/88)

STATUS

ISSUES

POLICY CONSIDERATIONS



SAFE PROGRAM REVIEW--17 JUNE 1987
FY87/FY88 BUDGET OVERVIEW

	FY-87			FY-88		
	<u>CIA</u>	<u>DIA</u>	<u>TOTAL</u>	<u>CIA</u>	<u>DIA</u>	<u>TOTAL</u>
FUNDS	21.3	30.0	51.3	18.3	23.7	42.0
<u>EXPENSES</u>						
HARDWARE	6.4	7.7	14.1	7.6	7.8	15.4
MAINTENANCE	2.8	2.7	5.5	3.1	3.4	6.5
CONTRACTUAL SERVICES	<u>12.8</u>	<u>21.2</u>	<u>34.0</u>	<u>-</u>	<u>-</u>	<u>30.6</u>
TOTAL	22.0	31.6	53.6			52.5
DEFICIT	(.7)	(1.6)	(2.3)			(10.5)



SAFE PROGRAM REVIEW--17 JUNE 1987
STATUS

	<u>CIA</u>	<u>DIA</u>
DELIVERY 1.0	OPERATIONAL (1400 USERS)	OPERATIONAL (1500 USERS)
DELIVERY 2.0	OPERATIONAL (650 USERS)	DROPPED
DELIVERY 3.0/3.1	STAGED DELIVERY JUN-JUL	USER IOC 6 JULY
DELIVERY 3.2/3.3	-	SYSTEM IOC DELAYED 2 MOS.*(SEPT)
DELIVERY 3.4	-	SYSTEM IOC DELAYED 1-2 MOS.*(NOV)
DELIVERY 3.5	SYSTEM IOC 1 MAR 88	SYSTEM IOC 1 MAR 88
DELIVERY 3.6	-	SYSTEM IOC 30 MAY 88
DELIVERY 4.0/SET 1	-	SYSTEM IOC AUGUST 88*

*CCB APPROVAL PENDING



SAFE PROGRAM REVIEW--17 JUNE 1987
ISSUES

DELIVERY 3.0/3.1 SLIP

COST - 5 CALENDAR MONTHS. \$4 MILLION

CAUSE - POOR QUALITY CODE, INADEQUATE INTEGRATION, DIA ENVIRONMENT

IMPACT - ALL DELIVERY 3 SCHEDULES SLIPPED

NO NEW DEVELOPMENT IN FY-88

MUST MAINTAIN FY87 STAFFING LEVELS THROUGH FY88

CORRECTIVE ACTION - NEW LOGICON MANAGEMENT AND ORGANIZATION + AWARD FEE CONTRACT
NEW FUNCTIONAL INTEGRATION TEST ENVIRONMENT
REVISED PROGRAM-WIDE CM PLAN



SAFE PROGRAM REVIEW--17 JUNE 1987
ISSUES

DELIVERY 4.0 SLIP

COST - 4 CALENDAR MONTHS, \$1.5 MILLION

CAUSE - ADDED FORMS REQUIREMENT, MORE CODE NEEDED FOR EDITS/INTEGRITY

IMPACT - VENDOR DESTAFFING DELAYED UNTIL LATE FY-88

CORRECTIVE ACTION - TRW AWARD FEE STRUCTURE REVISED TO EMPHASIZE AUGUST 88 IOC

STAFFING

CSP0

DIA OPERATIONAL SUPPORT

AIM

FY89-93 DCI GUIDANCE FOR DIA AND CIA

6 April 1987

ATTACHMENT
(3)

1. DIA Support for the Analysts' File Environment (SAFE)

Joint agency development activities for the SAFE Program are expected to continue until SAFE Delivery 4 Set 1 has been fully implemented at DIA. Even with the projected achievement of this milestone in FY 1988, many DIA/SAFE requirements will remain unsatisfied. DIA/SAFE activities are identified in SAFE/GDIP outyear program. Accordingly, DIA shall commence planning for in-house management of SAFE follow-on activities and shall assess SAFE life-cycle issues, specifically addressing: (1) SAFE concept of operations as envisioned by DIA user organizations; (2) DIA concept of support for SAFE operations and maintenance; and, (3) DIA plans and schedule for continued SAFE development activities (FY 1988-1992). A report describing the planning and actions to accomplish the foregoing shall be submitted to the Director, Intelligence Community Staff by 1 August 1987.

2. CIA Support for the Analysts' File Environment (SAFE)

Joint agency development activities for the SAFE Program are expected to continue until SAFE Delivery 4 Set 1 has been fully implemented, which is expected in FY 1988. To effectively plan for the transition of Consolidated SAFE Program management, while ensuring continued implementation of SAFE functionality within CIA and DIA user organizations, the following shall be prepared: (1) plan and schedule for transition of SAFE Program into separate management structures; and (2) plan and identification of post FY 1988 CIA support to DIA/SAFE. In addition, CIA, as Program Manager for the CSPO, shall initiate a "retrospective study of the consolidated SAFE Program" and, with DIA assistance, review SAFE development experiences, focusing on lessons learned, not criticism, so that maximum feasible institutional learning can be derived from the SAFE activity. A report addressing plannings and actions to accomplish the foregoing shall be submitted to the Director, Intelligence Community Staff by 1 August 1987.

TRANSMITTAL SLIP		DATE
TO: DDA		
ROOM NO.	BUILDING	
REMARKS:		
<p>EXA <u>gr</u> 06 AUG 1987</p> <p>ADDA <u>W</u> 07 AUG 1987</p> <p>DDA <u>W</u> 07 AUG 1987</p> <p>MS <u>✓</u> 11 C AUG 1987</p> <p>DDA/Registry</p>		
FROM: Executive Director, CIA		
ROOM NO.	BUILDING	EXTENSION

SECRET

Central Intelligence Agency

COMPT 87-1006



Washington, D.C. 20505

5 AUG 1987

MEMORANDUM FOR: Director, Intelligence Community Staff

SUBJECT: Report on SAFE Program

REFERENCE: DCI Guidance Formulation of FY 1989 - 1993 NFIP,
dated 7 April 1987

1. Attached is the report on Project SAFE requested in reference.

2. If your staff has any questions concerning this report, please have
them contact [redacted] on extension [redacted] (secure).



Executive Director

Attachment:
As stated

16-7

AIUO WHEN SEPARATED FROM
SECRET ATTACHMENT

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SAFE Status and Transition Plan
July 1987

1. This paper responds to the request for information on Project SAFE contained in DCI Guidance for Formulation of the FY 1989-93 NFIP.

2. The SAFE system, under development since the late 1970s, has been up and running since the installation of Delivery 1--consisting of electronic mail distribution, a filing mechanism, and the capability to search and retrieve documents in private analyst files as well as in a 90-day collection of cable receipts--in CIA and DIA in early 1983. Delivery 2, which added the AIM system and the indefinite retention of all cables for search and retrieval, was installed in CIA and DIA in early 1986. Delivery 3 is scheduled to occur between mid-1987 and early 1988. The current SAFE user population is 1,200 at DIA and exceeds 2,000 at CIA.

3. For several years, both agencies have recognized the need for eventual transition to operational independence so that each could provide for its unique requirements. To that end, a Memorandum of Agreement (MOA) was signed by CIA's Deputy Director for Administration and DIA's Assistant Deputy for Defense Intelligence Systems in May 1985. The MOA provided that:

- o DIA will assume full responsibility for DIA SAFE in 1988.
- o CIA/OIT will provide DIA with AIM software and operating system support until 30 September 1988.
- o DIA will assume responsibility for its own applications software maintenance contracts.
- o The Consolidated SAFE Project Office (CSP0) will remain responsible for the development and maintenance of core software after 1 October 1987.

Later informal agreements provided for joint development through Delivery 4, Set 1 and for CIA to assume 30 percent of the cost of TRW's software development work. Most of the software TRW is developing is, however, DIA-unique.

4. These arrangements were based on several assumptions about delivery schedules and user needs that have changed since 1985.

- o Schedules have slipped severely. Delivery 4, Set 1, originally planned for FY-87, may be delayed until FY-89.
- o DIA has had difficulty developing the management and support structure necessary for independent operation and maintenance.
- o New SAFE users--including CIA's Directorate of Operations and perhaps other DOD elements--are on the horizon. Their diverse needs argue against the indefinite continuation of consolidated management.

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5. Both agencies are aware of the need to ensure that, during the transition to the time when each assumes responsibility for its own SAFE development and management, the continued functionality of the system is maintained. Key issues for the transition are: (1) DIA's needs for continued software support and program management assistance and (2) funding. We have a draft plan that defines the CIA's continued technical and management support to DIA, brings to an end CIA funding of DIA-unique SAFE development, and provides a separation timetable. Major provisions of the draft plan include:

- o On 1 October 1987, each agency begins to prepare for separation at the end of FY 1988.
- o O&M costs will be shared equally until 30 September 1988; each agency funds for O&M separately after that date.
- o OIT/CSPO will provide program management through Delivery 4, Set 1. DIA can assume this responsibility for Delivery 4 at any time.
- o CIA support for DIA-unique work will be limited to \$2 million in FY 1988. (CIA support for DIA-unique software development totaled \$5 million in FY 1987.)
- o By the end of FY 1988, separate contracts for all software and hardware support will be established for each agency.
- o CSPO, with DIA assistance, will let a contract to establish a training pipeline for contract programmers in AIM and nonstandard operating systems to support DIA. OIT will provide software releases with appropriate documentation for AIM and nonstandard operating system support to DIA after those releases go into production on the CIA SAFE system. Funding for this two-year effort will be joint for FY 1988 and will be assumed by DIA in FY 1989.

6. We have not as yet obtained DIA agreement on the draft plan. We will keep you apprised of our discussions with DIA and our efforts to arrive at definitive estimates of funding shortfalls and delivery dates. We also will be pleased to provide additional details as needed.

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SUBJECT: Report on SAFE Program

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STAT O/COMPT/C/IG/ (COMPT 87-1006) (30Jul87)